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9-26-2025

**CITY OF ROSEBURG PLANNING COMMISSION**

**Monday, October 6, 2025 at 7:00 pm**

**City Hall Council Chambers**

**Public Access: Facebook Live at [www.Facebook.com/CityofRoseburg](https://www.facebook.com/CityofRoseburg)**

**City website at <https://www.cityofroseburg.org/your-government/commissions/planning-commission/videos>**

**AGENDA**

- 1. CALL TO ORDER**
- 2. ROLL CALL**  
Jaime Yraguen, Chair                      Matt Brady                      David Bolhuis                      Jarrett Nielsen  
Shelby Osborn
- 3. APPROVAL OF MINUTES**  
June 2, 2025 & June 16, 2025 – Planning Commission Meetings
- 4. AUDIENCE PARTICIPATION: See Information on the Reverse**
- 5. PUBLIC HEARING**  
Quasi-Judicial Hearing; Roseburg File No. AN-24-002 & ZC-24-002  
Annexation & Zone Change of property at 1058 Greenley St.
- 6. BUSINESS FROM STAFF**
- 7. BUSINESS FROM THE COMMISSION**
- 8. NEXT MEETING – November 3, 2025**
- 9. ADJOURNMENT**

The agenda packet is available on-line at:

<http://www.cityofroseburg.org/your-government/commissions/planning-commission/>

**The Planning Commission meetings can also be viewed on the City website the next day at: <https://www.cityofroseburg.org/your-government/commissions/planning-commission/videos>.**

**AMERICANS WITH DISABILITIES ACT NOTICE**

**Please contact the City Administration Office at least 48 hours prior to the scheduled meeting date if you need accommodations in accordance with the Americans with Disabilities Act. TDD users, please call Oregon Telecommunications Relay Service at 800-735-2900.**

## AUDIENCE PARTICIPATION INFORMATION

The Roseburg Planning Commission welcomes and encourages participation by citizens at all meetings. To allow the Commission to deal with business already scheduled, it is asked that anyone wishing to address the Commission follow these simple guidelines.

**Comments may be provided in one of three ways:**

- **In person during the meeting in the Council Chambers, Roseburg City Hall, 900 SE Douglas Ave.**
- **Email by sending an email by 12:00 p.m. the day of the meeting to [cdd@roseburgor.gov](mailto:cdd@roseburgor.gov)**
- **Virtually during the meeting. Contact the Community Development Department by phone (541)492-6750 or email [cdd@roseburgor.gov](mailto:cdd@roseburgor.gov) by 12:00 p.m. the day of the meeting to get a link to the meeting.**

**Provide your name, address, phone number and which item on the agenda you wish to speak.**

**When participating virtually, log or call in prior to the start of the meeting using the link or phone number provided.**

- When accessing the meeting through the **ZOOM link**, click "Join Webinar" to join the meeting as an attendee.
- When accessing the meeting through the **phone**, call the number provided.
- All attendees will be held in a "waiting room" until called on to speak.

**Persons addressing the Commission must state their name and address for the record, including whether or not they are a resident of the City of Roseburg. All remarks shall be directed to the entire Commission. The Commission reserves the right to delay any action requested until they are fully informed on the matter.**

### **CITIZEN PARTICIPATION – AGENDA ITEMS**

For items on the agenda you will be given an opportunity to address the Commission once the item is called. Agenda items typically begin with establishing those who have party status, (to be explained by the Chair), a report from staff, followed by Commission questions to staff, then the applicant along with anyone they wish to call as a witness on their behalf will be called to speak, followed by those with party status. After all initial testimony is completed there will be an opportunity for rebuttal. Everyone addressing the Commission is subject to questioning. After the hearing portion of the item is completed, the Commission will discuss the matter with a motion for consideration being presented and acted on.

Once final action is taken on Quasi-Judicial matters, the action of the Commission can be appealed to City Council within 14 calendar days of the decision by filing a Notice of Review with the Community Development Department. Action on Legislative matters is typically a recommendation to City Council and will be forwarded to them for final consideration.

### **CITIZEN PARTICIPATION – NON-AGENDA ITEMS**

If you wish to address the Commission on a matter not on the agenda, at the appropriate time, speakers who attend in person will be called up to speak by the Chair in the order in which they signed up. Speakers on Zoom (video or phone only) will be called on to speak by the Chair in the order in which they signed up. Persons addressing the Commission must state their full name and address, including whether or not they are a resident of the City of Roseburg, for the record. All remarks are to be directed to the Commission. For items not on the agenda the presentation should be brief and be on a topic of interest to the Planning Commission, such as a general land use matter. These presentations are reserved for new material which has not been previously considered. The Commission will not be taking action on any item presented under Audience Participation and if needed will provide direction to staff for appropriate follow-up.

For further details or information please contact the Community Development Department Monday through Friday, 8:00 a.m. to 5:00 p.m., at Roseburg City Hall, 900 SE Douglas Avenue, Third Floor, Roseburg OR 97470, phone number 541-492-6750, or e-mail [cmatthews@roseburgor.gov](mailto:cmatthews@roseburgor.gov).

**CITY OF ROSEBURG  
PLANNING COMMISSION MINUTES  
June 2, 2025**

**CALL TO ORDER**

Chair Yraguen called the meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, June 2, 2025, in the City Hall Council Chambers.

**ROLL CALL**

Present: Chair Jaime Yraguen, Commissioners Matt Brady, Matthew Keller, Jarrett Nielsen, and Shelby Osborn.

Staff Present: Community Development Director Stuart Cowie, Senior Planner Mark Moffett, and Department Technician Chrissy Matthews.

Commissioner Nielsen moved to approve the January 6, 2025, and April 7, 2025, Planning Commission meeting minutes as submitted. The motion was seconded by Commissioner Brady and approved with the following vote: Chair Yraguen, Commissioners Brady, Keller, Nielsen and Osborn voted yes. No one voted no.

**AUDIENCE PARTICIPATION – None.**

Chair Yraguen read the meeting procedures and opened the public hearing.

Legislative actions do not require exparte contact to be disclosed due to legislative matters affecting broad areas involving policy; However, conflicts of interest still apply. The Commissioners did not disclose any conflicts of interest.

**PUBLIC HEARING –**

Legislative Amendment; Roseburg File No. LUDR-25-001. Amending the Roseburg Municipal Code (RMC) to reflect changes to the City's floodplain development standards as required by the Federal Emergency Management Agency's (FEMA) Pre-Implementation Compliance Measures (PICM) for National Flood Insurance Program (NFIP) participating communities.

Cowie provided background and analysis information regarding FEMA's announcement of changes for the endangered species act in 2024, and also discussed the 2016 Biological Opinion (BiOp) findings that the current floodplain regulations are impacting threatened species. In our area the impact is on a certain type of salmon and sturgeon. As an interim measure, FEMA is requiring cities and counties in Western Oregon to begin applying one of three options for the new regulations in 2024 and 2025. Final and additional regulations are expected after the Environmental Impact Statement (EIS) has been completed and final rules adopted in 2026 and/or 2027.

Cowie discussed the options and stated some property owners submitted applications in advance of the new FEMA regulations.

Moffett presented and reviewed the PICM scenarios handout, which outlined the newly regulated area, applicant requirements, and the applicable rules.

Commissioner Nielson inquired whether his role as a professional landscaper presents a conflict of interest, and if he would need to recuse himself from participating in the matter. His concern stems from a PICM rule requiring the engagement of a qualified professional to conduct the impact analysis.

Cowie stated Commissioner Nielsen did not need to recuse himself unless he felt he was unable to make an unbiased decision.

Discussion ensued regarding the FEMA requirements.

Chair Yraguen inquired if extra staff will be hired to accommodate for the added workload of the new requirements.

Cowie stated that FEMA will not provide funding to support additional staffing for any increased workload. Interpreting the changes has been challenging as well as how the code will be applied, as staff are not experts on this subject matter. The definition of a 'qualified professional' was not provided and is left to the community to determine. While enforcement may be difficult and project costs will increase, the City recognizes the importance of complying with federal requirements to ensure continued access to flood insurance for residents.

Chair Yraguen pointed out that if we as a city do not implement one of the three FEMA actions, we could eliminate our citizens from obtaining FEMA flood insurance.

Moffett said it also has an impact on disaster relief assistance, if not implemented.

Cowie said an organization, Oregonians for Floodplain Protection which includes Clatsop, Columbia, and Tillamook Counties, as well as other cities filed a lawsuit in District Court challenging the BiOp and the reimplementation measures in early January 2025. The case is on hold while FEMA and the parties involved are negotiating a resolution. The outcome remains uncertain and may be influenced by various factors, including the current administration and council decisions.

Commissioner Brady asked what happens if the negotiations result in FEMA not pursuing the changes, but the Commission approved the Findings of Fact.

Cowie stated the matter of removing the regulations from the Roseburg Municipal Code would come before the Planning Commission.

Staff recommended approving the proposed text amendments in LUDR-25-001 based on prior City Council direction, and to maintain the city's good standing in the NFIP.

Chair Yraguen asked whether property owners should maintain an inventory of their property to help respond to potential complaints. He also inquired about how complaints would be handled moving forward.

Cowie clarified that the City would not issue fines in response to new FEMA complaints based on the proposed amendments, and FEMA itself does not impose fines. However, FEMA relies on local jurisdictions to enforce its federal regulations. Noncompliance can jeopardize the City's standing in the program, which may result in probation or removal.

Moffett shared that, in a previous community, he experienced a FEMA audit in which FEMA provided a list of potential property violations. It was then the city's responsibility to research each case and develop an enforcement plan for any private properties found to be in violation. If the city failed to enforce these violations, it risked losing its insurance rating, being placed on probation, and ultimately being removed from the program which can take years.

Cowie stated his concerns are that the rating would drop causing insurance costs to increase for the citizens of our community. He didn't feel property owners need to take an assessment of their property but may think of projects they were wanting to do and recognize the process will be more challenging.

Bernie Woodard, Operations Manager for Elk Island Trading Group, 3261 Follett Street, Roseburg stated he has many properties in the floodplain and is opposed to the new FEMA regulations.

Hearing no further testimony, the public hearing was closed.

Cowie stated that the Commission has two options: to adopt the Findings of Fact, confirming that this satisfies the applicable code criteria, and to make a recommendation to City Council to either adopt or not adopt the code criteria.

Chair Yraguen acknowledged the difficulty of making a motion regarding FEMA, noting that the Commission must consider the broader impact and recommend what serves the entire city.

Commissioner Brady asked if this new language would prevent the Commission from approving a conditional use permit.

Cowie stated that a property in the floodplain can still apply for a conditional use permit; However, the floodplain standards would apply.

Commissioner Keller noted that the adoption of the FEMA code criteria would result in added costs for development but does not eliminate development.

Commissioner Nielsen expressed concern about the effectiveness of the NFIP, citing his experience during the recent flood. He stated he is uncomfortable recommending adoption of code criteria that may need to be reversed later, especially without having all the necessary information.

Chair Yraguen asked staff if the Commission can defer a decision in order to have further discussions on the matter.

Cowie stated FEMA's timeframe for adopting a model ordinance is by July 31, 2025. This text amendment is tentatively scheduled for City Council on July 14, 2025. The Commission could defer their decision and schedule a Commission meeting later in June for further discussion.

Commissioner Brady stated the information will not change from what was already presented. He expressed being opposed to the decision and recognized that it could financially impact citizens of Roseburg.

Chair Yraguen stated he was hoping for more direction from FEMA and recognized the impact to property owners either way, if the code criteria were to be adopted or not.

A discussion ensued regarding the verbiage of the motion to capture the concerns of the Commission and to recommend City Council deny the Findings of Fact.

*Commissioner Brady moved to deny the Findings of Fact and Order as presented and directed staff to amend the Findings of Fact and Order to reflect the Commission's concerns regarding the proposed text amendments included in File No. LUDR-25-001. The motion was seconded by Commissioner Nielsen and approved with the following vote: Chair Yraguen,*

*Commissioners Brady, Keller, Nielsen, and Osborn voted yes. No one voted no.*

Cowie stated a Planning Commission meeting would be scheduled for June 16, 2025, to present the amended Findings of Fact.

No further discussion.

**BUSINESS FROM STAFF –**

**Sunshine Park Urban Growth Boundary (UGB) Expansion Update.**

Cowie stated on February 24, 2025, City Council adopted the Planning Commission's Findings of Fact and Order. The ordinance became effective upon adoption of a similar ordinance by the Douglas County Board of Commissioners authorizing the expansion of the UGB to include the 49.92 acres of Sunshine Park. The City's zoning map was amended to designate the 49.92 acres as Public Reserve, and the City's comprehensive plan map to designate it Public/Semi-Public.

The Parks Department is in the trail design process and anticipates construction this fall.

**Charter Oaks UGB Swap Update.**

Cowie stated the city obtained approval from City Council, and the Douglas County Board of Commissioners. The application was also reviewed by the Department of Land Conservation and Development (DLCD). Sane Orderly Development (SOD) raised objections through an attorney. The application was remanded back to the city. There were 11-12 objections and DLCD agreed with five of the objections. The city appealed the decision.

In the interim, the City sought assistance from the Governor, who recommended working with State Representative Virgil Osborn to draft a bill approving the UGB Swap. With the Governor's support, HB 3921 was introduced and passed the House and Senate. The bill was signed by the Speaker of the House, and the Governor, officially completing the process.

Troost Street right-of-way was annexed into the city. Roseburg Urban Sanitary Authority is working on the design of the sewer main, and any studies needed. There have been discussions with Hayden Homes about development; however, it will take several years for infrastructure to be installed prior to development.

Chair Yraguen commended staff for their hard work.

**BUSINESS FROM COMMISSION – None.**

**ADJOURNMENT** - The meeting adjourned at 8:23 p.m. The next meeting is scheduled for July 7, 2025, at 7:00 p.m.



Chrissy Matthews  
Department Technician

**CITY OF ROSEBURG  
PLANNING COMMISSION MINUTES  
June 16, 2025**

**CALL TO ORDER**

Chair Yraguen called the meeting of the Roseburg Planning Commission to order at 7:00 p.m. on Monday, June 16, 2025, in the City Hall Council Chambers.

**ROLL CALL**

Present: Chair Jaime Yraguen, Commissioners Matt Brady, Matthew Keller, Jarrett Nielsen, and Shelby Osborn.

Staff Present: Senior Planner Mark Moffett, and Department Technician Chrissy Matthews.

**AUDIENCE PARTICIPATION** – None.

**PUBLIC HEARING** – None.

Chair Yraguen read the procedures of the meeting. The Planning Commission held a public hearing regarding Legislative Amendment; Roseburg File No. LUDR-25-001 on Monday, June 2, 2025. The public hearing was closed and the Planning Commission deliberated concerning the issue. A motion was made directing staff to prepare the Findings indicating the Planning Commission's recommendation that City Council deny the proposed floodplain amendments.

**Legislative Amendment; Roseburg File No. LUDR-25-001.**

Amending the Roseburg Municipal Code (RMC) to reflect changes to the City's floodplain development standards as required by the Federal Emergency Management Agency's (FEMA) Pre-Implementation Compliance Measures (PICM) for National Flood Insurance Program (NFIP) participating communities.

Moffett stated the revised staff report was provided to the Commission. Community Development Director Stuart Cowie prepared the revised Findings which concluded that the application meets many of the criteria for approval in RMC 12.10.020(F)(2) but does not provide adequate alternatives as required in Statewide Planning Goal #2 – Land Use Planning and therefore does not satisfy all the criteria for approval. As well as the revised motion to deny the proposed floodplain amendments.

Moffett emphasized that this Legislative Amendment is scheduled to be presented at the July 14, 2025, City Council meeting. Individuals have an opportunity to testify at that meeting.

Yraguen said it's an important issue and effects our state. Oregon is the only state to have these FEMA regulations.

Moffett reported that FEMA regulations were first brought about in the Puget Sound area, followed by the City of Roseburg. These regions may have been prioritized due to the geographic scope of lawsuits filed against FEMA, the NFIP, and the Department of State Lands.

*Commissioner Brady moved to adopt the Findings of Fact and Order as presented and recommended City Council deny the proposed text amendments included in File No. LUDR-25-001. The motion was seconded by Commissioner Osborn and approved with the following*



vote: Chair Yraguen, and Commissioners Brady, Keller, and Osborn. No one voted no. Nielsen opposed.

Commissioner Nielsen expressed his reason for objection and his desire that City Council acknowledge the Finding and reject these FEMA regulations going forward. As well as consider joining other communities in the litigation process against FEMA regarding these regulations.

*The motion passed four in favor and one opposed.*

Commissioner Nielsen noted that, despite checking weekly, the recent flood in our area has not been designated a disaster zone. He expressed concern about expanding a program that has not met local needs and described it as ineffective. He found the findings unclear and raised an unresolved issue: when the City revises its own property, it is not held to the same standards as private property owners.

Moffett shared the city generally complies with FEMA rules and provided an example of floodplain standards followed during the Half Shell project in Stewart Park. A no-rise was conducted as well as the floodplain permits obtained.

**BUSINESS FROM STAFF** – None.

**BUSINESS FROM COMMISSION** – None.

**ADJOURNMENT** - The meeting adjourned at 7:13 p.m. The next meeting is scheduled for August 4, 2025, at 7:00 p.m.



Chrissy Matthews  
Department Technician



**CITY OF ROSEBURG  
PLANNING COMMISSION  
STAFF REPORT**



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**MEETING DATE: OCTOBER 6, 2024**

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**TO:** Planning Commission  
**FROM:** Andy Blondell, Associate Planner/Stuart Cowie, Community Development Director  
**SUBJECT:** AN-24-002 & ZC-24-002

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**PROJECT SUMMARY & PROCEDURES:**

Ben Tatone, on behalf of Tabor Building Projects L.L.C., the property owner, has submitted applications requesting approval of an annexation and zone change for a ±2.12-acre parcel. The proposed annexation would incorporate the subject property into the Roseburg City Limits and amend its zoning designation from County R1 (Single-Family Residential) to MR14 (Limited Multi-Family Residential). The property has a Medium-Density Residential (MDR) designation under the City of Roseburg Comprehensive Plan and is currently vacant. It is located at 1058 Greenley Street and is further identified on the Douglas County Assessor's Map as Township 27 South, Range 06 West, Willamette Meridian, Section 15AD, Tax Lot 02400 (R14297).

The purpose of the zone change is to facilitate construction of a single-family residence, which is a permitted use within the MR14 zone and will benefit from access to municipal water and sewer services. While the property has potential for higher-density residential development consistent with its zoning and Comprehensive Plan designation, the applicant is currently proposing to construct only one home. Following approval of the annexation and zone change, the applicant will submit a Site Plan Review application for the proposed residence. As part of that review, a redevelopment plan will be required to ensure the placement and design of the home does not preclude future development of the site in accordance with City standards.

This annexation and zone change request constitutes a quasi-judicial land use action, as defined under Section 12.10.010(R) of the Roseburg Municipal Code (RMC). As such, the application must be reviewed by the Planning Commission, which will forward a recommendation to the City Council. Public notice requirements outlined in Section 12.10.010 of the RMC have been met by City staff in preparation for the public hearing, which will proceed according to the procedures set forth in Section 12.10.010(T) of the RMC.

**APPLICABLE CRITERIA:**

The applicant's request for annexation and concurrent zone change was reviewed by the City, as shown within the attached findings of fact, based on the applicable criteria as follows from the Roseburg Municipal Code:

- ORS.222.125 "Annexations"
- Roseburg City Council Resolution 2006-04 "Annexation Policies"

- RMC Section 12.10.040 – “Zone Change”
  1. The rezoning will conform to the Roseburg Urban Area Comprehensive Plan, including the land use map and written policies.
  2. The site is suitable to the proposed zone with respect to the public health, safety, and welfare of the surrounding area.
  3. The rezone is consistent with the safety and performance measures of the transportation system.

### **STAFF RECOMMENDATION:**

Based on the information provided in the Findings document, Staff finds the proposed annexation and zone change request meets the criteria of ORS 222.125, Roseburg City Council Resolution 2006-04 (Annexation Policies), and Roseburg Municipal Code. Therefore, it is recommended the Planning Commission approve files AN-24-002 & ZC-24-002, based on the findings of fact attached as Exhibit A.

### **OPTIONS:**

- Adopt Findings of Fact referring the request to City Council with a recommendation that City Council approve the annexation and zone change request.
- Continue consideration of the request.
- Adopt Findings of Fact referring the request to City Council with a recommendation that City Council deny the annexation and zone change request.

### **SUGGESTED MOTION:**

I MOVE TO ADOPT THE FINDINGS OF FACT AS PRESENTED, AND REFER THE REQUEST TO CITY COUNCIL, RECOMMENDING APPROVAL OF THE REQUESTED ANNEXATION AND ZONE CHANGE, REFERENCED AS FILE NO'S. AN-24-002 & ZC-24-002.

### **Exhibit:**

A – Findings of Fact

## Exhibit A

In the matter of the  
Annexation & Zone Change  
request by Ben Tatone

)  
) Annexation & Zone Change  
) File No's. AN-24-002 & ZC-24-002

### BEFORE THE ROSEBURG PLANNING COMMISSION FINDINGS OF FACT AND ORDER

#### I. NATURE OF APPLICATION

Ben Tatone, on behalf of Tabor Building Projects L.L.C., the property owner, has submitted applications for the annexation and rezoning of a 2.12± acre parcel of land. The proposed annexation would bring the property into the Roseburg City Limits and change its zoning designation from County R1 (Single-Family Residential) to City MR14 (Limited Multi-Family Residential). The subject property has a Comprehensive Plan designation of Medium-Density Residential (MDR), is currently vacant, and is located at 1058 Greenley Street. It is further identified by the Douglas County Assessor's Map as Township 27 South, Range 06 West, Willamette Meridian, Section 15AD, Tax Lot 02400; R14297.

The purpose of the proposed zone change is to permit the construction of a single-family dwelling that will have access to City services, an allowed use within the MR14 zoning district. While additional development potential exists on the site, no further development is proposed at this time. The annexation and zone change request will be evaluated based on the criteria outlined in Chapter 12.10.040 of the Roseburg Land Use and Development Regulations, as well as all other applicable provisions of the Roseburg Municipal Code.

#### II. FINDINGS OF FACT

##### A. EXISTING CONDITIONS

1. The Planning Commission takes official notice of the Roseburg Urban Area Comprehensive Plan adopted by City Council Ordinance No. 2980 on December 9, 1996 and of Title 12, Land Use and Development Regulations of the Roseburg Municipal Code (RMC), as originally adopted July 1, 1984, and re-adopted in Ordinance No. 3497 on May 1, 2018.
2. Notice of the public hearing was given by publication in The News Review, a newspaper of general circulation, at least 20 days prior to the hearing. Notice of the public hearing was mailed to all owners of property within 300 feet of the property 20 days prior to the hearing.
3. The subject property is described on Douglas County Assessors Map as Township 27 South, Range 06 West, Willamette Meridian, Section 15AD, Tax Lot 02400; R14297.
4. The subject property is 2.12+/- acres, is designated by the Comprehensive Plan as (MDR) Medium-Density Residential and is currently zoned County (R1) Single Family Residential.

5. Ben Tatone on behalf of the property owner Tabor Building Projects L.L.C. applied for an annexation and zone change to bring the property into Roseburg City Limits and change the zone of the subject property from Douglas County zoned Single-Family Residential (R1) to Limited Multi-Family Residential (MR14).

**B. AGENCY COMMENTS**

Comments regarding the zone change request were solicited from the Fire Department, Public Works Department, Douglas County Planning Department, ODOT, and the Roseburg Urban Sanitary Authority.

No comments have been received at this time.

**C. PUBLIC COMMENTS**

The Community Development Department notified all owners of adjacent and neighboring properties per ORS 197.610 and RMC 12.10.030.

Two emails of remonstrance were received raising concerns about potential traffic impacts resulting from the proposed annexation and zone change. Both complainants expressed concerns regarding increased traffic, work trucks, and the safety of children in the area, specifically along Troost and Katie Drive.

**Finding:** Staff acknowledge the concerns raised regarding potential traffic volumes and safety impacts. However, it is important to note that the proposed annexation and zone change will allow for the development of a single-family dwelling in an area already designated as Medium Density Residential (MDR) in the Comprehensive Plan. The MR14 zoning district, which permits single-family residences, is consistent with surrounding land uses and zoning designations.

The proposed development will be subject to the City's traffic and safety standards as outlined in the Roseburg Municipal Code and the Transportation System Plan. It will also be required to meet applicable access, improvement, and infrastructure requirements, ensuring that the project does not create significant adverse impacts on the surrounding area. Access will be taken from Greenley Street via the existing right-of-way and frontage. No public improvements are required for the construction of a single home following annexation and zoning approval. However, should additional development be proposed in the future, further improvements may be required at that time.

Future traffic impacts will be evaluated during the site plan review and building permit process. If necessary, the applicant may be required to implement mitigation measures to address identified impacts. These may include, but are not limited to, signage, road improvements, or traffic calming measures.

Staff recognize the importance of community concerns related to traffic and safety. Based on the current proposal, the development of one single-family dwelling is not expected to generate adverse impacts to public health, safety, or welfare. Should the property be further developed or subdivided in the future, the City may require a Traffic Impact Study to ensure safe and efficient ingress and egress and to evaluate the need for additional mitigation.

Staff find that the proposed annexation and zone change are consistent with City standards and will not result in significant negative impacts on traffic or public safety. Any necessary mitigations will be addressed during the appropriate phases of development review.

**D. PUBLIC HEARING**

A public hearing was held on October 6, 2025 regarding the matter of the annexation and zone change request.

**E. APPLICABLE CRITERIA**

The applicable approval criteria for the subject annexation and zone change is contained within the following:

**1. ORS 222.125, "Annexation by consent to allow owners of land," the following criteria must be demonstrated:**

*A) Upon receiving written consent to annexation by owners and electors under this section, the legislative body of the city, by resolution or ordinance, may set the final boundaries of the area to be annexed by a legal description and proclaim the annexation.*

**Finding:** The subject property is contiguous with the Roseburg city limits. The applicant has provided written consent to annexation by submitting an application for annexation. A legal description of the property was submitted by the applicant in the form of a location map referencing Deed Document No. 2020-007216.

The recorded deed document describes the property as follows;

Beginning at a 5/8" iron rod set at the Northwest corner of the above said lot 3; thence along the North line of said lot 3 South 88°50' East 634.79 feet to a 5/8' iron rod; thence South 00°58'17" West 361.06 feet to a 5/8" iron rod as set in the North line of General Avenue; thence along said North line North 88°50' West 636.40 feet to a 3/4" iron rod; thence along the West line of the above said lot 3 North 01°13'30" East 361.06 feet to the place of beginning.

**EXCEPTING THEREFROM** the following described property:

That portion of the Southeast quarter of the Northeast quarter of Section 15, Township 27 South, Range 6 West of the Willamette Meridian, Douglas County, Oregon, described as follows:

Beginning at an iron pipe which is 408.8 feet South and 39.0 feet East of the Southeast corner of Lot 9, Umpqua Fruit Ranch in Section 15, Township 27 South, Range 6 West, Willamette Meridian, Douglas County, Oregon, and North 89° 3' East 280.5 feet and South 0° 14' West, 230.2 feet to the TRUE POINT OF BEGINNING of this description; thence along the Westerly side of Calkins Road, South 0° 14' West 34.0 feet; thence South 0° 45' West 50.0 feet; thence South 28° 45' West 25.0 feet; thence South 54° 55' West 40.0 feet; thence South 70° 00' West 83.0 feet; thence leaving Calkins Road, North 0° 14' East 125.0 feet; thence North 59° 34' East 142.8 feet to an iron pipe in the East line parallel described in Contract Lewis Webb and wife, Recorder's No. 98487, Deed Records Douglas County, Oregon; thence South 0° 14' West 40 feet to the true

point of beginning.

ALSO EXCEPTING THEREFROM any portion thereof lying within the boundaries of the County Road.

**2. Pursuant to City of Roseburg Resolution 2006-04, "Annexation Policies," the following Policies shall be adhered to:**

*A) ANNEXATION ENCOURAGED. Over time, the City of Roseburg shall be the primary provider of municipal water service and other urban services within the UGB, provided the City can offer these services in an efficient and cost-effective manner.*

*Annexation to the City should be encouraged:*

*- For unincorporated areas that are now receiving some City services, are urban in character, or are logically served by the City because of geographic factors such as drainage basins, boundaries, or environmental constraints;*

*- Where the availability of infrastructure and services allows for the development of urban densities.*

**Finding:** The subject property can logically be served by the City, as it is surrounded by properties that are already receiving City services. The necessary infrastructure and urban services can be extended to the property in a manner consistent with efficient service delivery. Additionally, the availability of these services will support development at urban densities, in accordance with the proposed MR14 zoning designation.

*B) CITY INITIATED ANNEXATION. If the City initiates an annexation, then the City shall analyze the financial impacts of the annexation including a calculation of revenues derived from a proposed annexation and the expenses to provide services in the area to be annexed.*

**Finding:** This annexation is not City-initiated; therefore, a financial impact analysis is not required under this policy.

*C) FULL RANGE OF CITY SERVICES IN TIMELY MANNER. The City shall not initiate annexation proceedings on any property if it cannot provide a full range of City services within approximately a three-year period of time. A full range of City services means a level of urban services approximately similar to that enjoyed by residents currently living in the City of Roseburg.*

**Finding:** Surrounding properties are currently served by municipal water and sanitary sewer services. Extension of these City services to the subject property is both feasible and anticipated to occur in a timely manner following annexation. City water service is mandatory and will be provided in accordance with applicable City standards, ensuring the subject property receives a level of service consistent with that provided to existing City residents.

Access to the property is currently provided via an existing gravel driveway located within a named and dedicated public right-of-way, which remains under County jurisdiction. Although this access is currently unimproved, its condition does not impede the delivery of urban services. The City has a well-established history of serving similarly situated properties, where necessary roadway improvements were completed post-annexation or required as conditions of future development approvals.

Any future redevelopment or intensification of use will be subject to all applicable access, roadway improvement, and public infrastructure standards at that time. The one proposed residence does not, by itself, trigger City roadway improvement standards; therefore, Greenley will remain a gravel road for the time being. However, future development could necessitate roadway improvements to meet City standards.

Based on these factors, the City finds that a full range of urban services—including municipal water, sanitary sewer, and adequate access for emergency response and maintenance—can be provided within the required timeframe. As such, the proposal satisfies the policy requirements for the timely provision of City services.

*D) PREFERENCE FOR ANNEXATION AREAS. Highest preference for annexation shall be given to those areas that best meet annexation policies and where revenues derived from the annexed areas exceed City expenses. Lowest preference shall be given to those annexation requests that exhibit a negative financial situation for the City of Roseburg or only minimally meet City annexation policies. Fiscal impacts are only one of many criteria to be evaluated, and must be balanced with other annexation policies and goals.*

**Finding:** The subject property is located adjacent to the existing City boundary and either currently has, or can feasibly be provided with, urban services in a cost-effective manner. Its location supports logical and contiguous City growth, aligning with the City's annexation policies and priorities.

*E) UNINCORPORATED ISLANDS. Property that is currently surrounded by land within the City limits (unincorporated islands) shall be discouraged. As soon as practical, the City shall initiate annexation proceedings for such islands.*

**Finding:** The subject property is directly adjacent to the Roseburg City Limits and does not constitute an unincorporated island. Therefore, this policy does not apply to the current request.

*F) PROPERTIES NOW SERVED BY MUNICIPAL WATER BUT LOCATED OUTSIDE EXISTING CITY LIMITS. Property owners now receiving municipal water service from the City of Roseburg are encouraged to initiate annexation proceedings on their property consistent with these policies.*

**Finding:** The subject property and surrounding properties are, or can be, served by municipal water. Although the property is not currently connected to City water, the applicant will be required to obtain a City water meter upon applying for development. The City will provide water service to the property upon request, consistent with applicable standards.



G) NEW CONSENT TO ANNEXATION AGREEMENTS PROHIBITED. After Council adoption of a change to Roseburg Municipal Code 5.04.060, no new municipal water service shall be provided unless the property is annexed to the City of Roseburg.

**Finding:** The property owners have requested annexation of the subject property to enable future development and the extension of City services to the site. Consistent with Roseburg Municipal Code 5.04.060, provision of new municipal water service requires annexation; therefore, the property must be annexed into the Roseburg City Limits to receive such services.

### 3. Roseburg Municipal Code Criteria For A Zone Change 12.10.040(D):

*A) The rezoning will conform to the Roseburg Urban Area Comprehensive Plan, including the land use map and written policies.*

**Findings:** The property is located within the Roseburg Urban Growth Boundary and is designated Medium-Density Residential in the Comprehensive Plan. The current zoning is County Single-Family Residential (R1), with adjacent parcels zoned R1 to the west and south, and City Single-Family Residential (R7.5) to the north and east. The proposed MR14 zoning is consistent with the Medium-Density Residential Comprehensive Plan designation and therefore does not require an amendment to the Comprehensive Plan.

Staff finds that the rezoning meets this criterion.

*B) The site is suitable to the proposed zone with respect to the public health, safety and welfare of the surrounding area.*

**Findings:** The site is suitable for the proposed zone change as it is surrounded by similar zoning and land uses. All necessary utilities are available to the property, ensuring that public health, safety, and welfare standards will continue to be met with any future development. The proposed zoning district is compatible with both existing adjacent development and anticipated future uses, and is therefore at least as suitable as the current zoning designation.

Staff finds that the rezoning meets this criterion.

*C) The zone change is consistent with the safety and performance measures of the transportation system.*

**Findings:** The locally classified street network serving the subject property meets the safety and performance standards outlined in the City's transportation system. The property has direct access to Greenley Street, which will continue to serve as the primary access point for any future development.

The proposed zone change to MR14 will not negatively impact the functionality or safety of the existing roadway network. All future development on the property will be required to comply with access standards as established in the City's Transportation System Plan, the Roseburg Municipal Code, and applicable Public Works regulations.

While this proposal does not, in itself, trigger requirements for roadway paving, sidewalks, or other frontage improvements, any future development or land division may be subject to upgrading the existing right-of-way to current City standards. These improvements could include paved surfacing, curbs, gutters, ADA-compliant sidewalks, and stormwater system upgrades.

Based on these considerations, staff finds that the proposed zone change is consistent with the safety and performance measures of the transportation system, and this criterion is met.

### **III. CONCLUSION**

Upon review of the application, and other materials referenced as File AN-24-002 & ZC-24-002, and after conclusion of the Public Hearing and all testimony provided herein, the Planning Commission concludes that the application by Ben Tatone on behalf of the property owner Tabor Building Projects L.L.C. satisfies the approval criteria, therefore warranting the approval of the zone change as requested.

### **IV. ORDER**

Based on the Findings and Conclusions above, the Planning Commission refers the annexation and zone change request to the City Council recommending **APPROVAL** of the annexation and zone change, as contained within file AN-24-002 & ZC-24-002 and subject to the conditions as follows:

1. The applicant shall obtain Site Plan Review approval and all required Building Permits prior to the commencement of any construction on the subject property. Due to the property's large size and the low-density nature of the proposed use, future development shall include a redevelopment plan demonstrating how the site can accommodate additional development consistent with applicable zoning and land use policies.
2. Any future development of the property shall fully conform to all the applicable standards and requirements of the Roseburg Municipal Code.

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Jaime Yraguen, Planning Commission Chair

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Date

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Stuart Cowie, Community Development Director

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Date

**Planning Commission Members:**

Jaime Yraguen, Chair

Shelby Osborn, Vice Chair

Matthew Brady

Jarrett Nielsen

David Bolhuis

**Attachments:**

Attachment 1: Current Zoning Map

Attachment 2: Proposed Zoning Map

Attachment 3: Property Line Survey Map

Attachment 4: Applicant's Findings

Attachment 5: Remonstrance Emails